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ABSTRACT

This paper presents a discussion of challenges to the rapid expansion of a federally sponsored day care program. The analysis has centered upon the policy issue of choosing the ideal blend of governmental reliance upon the private day care market, governmental support to the private day care market, and governmental funding and operation of day care facilities. This issue is discussed from the perspective of the federal government, in terms of both legislation and regulation, and from the perspective of a local administering agency. For the latter, the focus is on local planning of a day care system. The intent is to provide a framework with which to properly allocate limited resources in such a way as to avoid the usual problems associated with a rapidly expanded governmental program. (For related documents, see PS 005 969-974, 976-983.) (Author)

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This report is submitted to the Office of Economic Opportunity by the Day Care Policy Studies Group in fulfillment of Contract B00-5121.

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FINAL REPORT: Part V

Challenges in Day Care Expansion

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Approved for
INSTITUTE FOR INTERDISCIPLINARY STUDIES

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FOREWORD

This final report is submitted to the Office of Economic Opportunity by the Day Care Policy Studies Group in fulfillment of Contract B00-5121. This report presents the research undertaken by the Day Care Policy Studies Group and does not necessarily represent the policies or positions of the Office of Economic Opportunity.

The final report is presented in two sections: Part I Alternative Federal Day Care Strategies for the 1970's: Summary Report, and Parts II through X, supporting appendices to the summary report. The following separately bound volumes are included:

Parts: I Alternative Federal Day Care Strategies of the 1970's: Summary Report

II Volume 1 Child Care Programs: Estimation of Impacts and Evaluation of Alternative Federal Strategies

Volume 2 Appendixes to Child Care Programs: Estimation of Impacts and Evaluation of Alternative Federal Strategies

Volume 3 Measurements of Impacts of Child Care Programs

III Existing Day Care Legislation

IV Volume 1 Costs of Day Care

Volume 2 Appendix to Costs of Day Care: Proceedings of a Workshop

V Challenges in Day Care Expansion

VI Public Opinion Toward Day Care

VII Types of Day Care and Parents' Preferences

VIII Future Trends Affecting Day Care and Preschool Education

IX Volume 1 Training Programs for Child Care Personnel

Volume 2 Appendix to Training Programs for Child Care Personnel

X Volume 1 Day Care: An Annotated Bibliography

Volume 2 Bibliography Supplement for September, October, and November 1971

Volume 3 Bibliography Supplement for December 1971

In addition to this final report and supporting technical appendixes, the Day Care Policy Studies Group has provided the following supporting documents to the Office of Economic Opportunity in fulfillment of this contract.

An Explication of Some Alternative Federal Day Care Strategies for the 70's

Potential Impacts from Child Care

Considerations in the Evaluation of Alternative Funding Mechanisms for Day Care Services

The Effect of Present and Proposed Tax Deductions for Child Care

Emerging Findings and Implications for the Implementation of the Day Care Provisions of H.R.1 and OEO R & D in Day Care

Pending Federal Legislation Pertaining to Day Care

Review of Pending Day Care Legislation

Benefit/Cost Analysis of Day Care Programs Under a Family Assistance Plan

The Public's Opinion of Day Care

Paraprofessionals in Day Care

Some Implications of the Provision of Day Care Services

Day Care: An Annotated Bibliography Monthly Supplements

Questions Relating to the Federal Role in Day Care (Unpublished)

Evidence of Interest by States and Local Governments in Implementing Day Care and Preschool Educational Programs (Unpublished)

ABSTRACT

This paper presents a discussion of challenges to the rapid expansion of a federally-sponsored day care program. The analysis has centered upon the policy issue of choosing the ideal blend of governmental reliance upon the private day care market, governmental support to the private day care market, and governmental funding and operation of day care facilities.

This issue is discussed from the perspective of the federal government, in terms of both legislation and regulation, and from the perspective of a local administering agency. For the latter, the focus is on local planning of a day care system. The intent is to provide a framework with which to properly allocate limited resources in such a way as to avoid the usual problems associated with a rapidly expanded governmental program.

CHALLENGES IN DAY CARE EXPANSION

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1.0 INTRODUCTION

The passage of any one of a number of bills introduced in Congress this year would result in a major expansion of child care services in this country. Studies and surveys of present day care practices have shown that the delivery of day care services is not well developed, and would probably need concerted governmental effort to expand to the degree anticipated.

It is estimated that $653 million was expended for child care (including Head Start by the federal government in fiscal year 1971) and that $900 million will be expended in 1972.* Further, it is estimated that the Family Assistance Plan (if passed) would result in an approximate doubling of the 1971 budget for child care (i.e. $1.2 billion**). The OEO Comprehensive Child Care Amendments would allocate $2.1 billion to child care. Estimates of the costs of child care, if most low-income mothers participated and if a quality program were launched, could easily rise to $5 billion. And this is not all; other resources -- state, local, not-for-profit, for-profit, and participating parents -- are being encouraged to participate in day care programs to greater or lesser degrees, depending upon the particular legislation in question.

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*"Joint Hearings before the Subcommittee on Employment, Manpower, and Poverty and the Subcommittee on Children and Youth of the Committee on Labor and Public Welfare, United States Senate, First Session on S.1512 to Amend the Economic Opportunity Act of 1964 to Provide for a Comprehensive Child Development Program in the Department of Health, Education, and Welfare," May 27 and June 16, 1971, Part 3, p. 763.

**Ibid., p. 763.

The exact estimates for budgetary expansion, the exact form of legislation, the exact nature of federal, state, and local participation are not important to this paper. What is important, however, is that federal action concerning child care is quite likely to stimulate the currently small and relatively insignificant child care system into becoming a major human service. This paper addresses the issues that should be faced and should be studied when considering a major expansion of the child care industry. Major mistakes can possibly be avoided and possibly millions of dollars can be saved by studying and assessing the consequences of alternative approaches to providing day care before such systems are launched.

The discussions and debates thus far have focused primarily upon the issues associated with specific bills facing Congress. Many of the important questions regarding the expansion of child care services have rarely been raised and analyzed. The expansion of other, similar federal programs has never been fully evaluated to help assess the problems to be faced in the expansion of child care services. For these reasons, this paper is conceptual in nature. The authors intend to present a perspective from which to view the expansion of the day care delivery system and to draw from this perspective some specifications for research that might provide information for rational choices among alternative child care delivery mechanisms.

2.0 PROBLEMS ASSOCIATED WITH THE EXPANSION OF CHILD CARE PROGRAMS

It is assumed, for the purposes of this paper, that the government has resolved the policy issues with regard to child care, including justification for federal leadership in, the objectives pursued through, and the scale of the child care program desired. The issue is the determination of the most feasible manner to implement the policies decided upon.

When the government rapidly expands expenditures in a particular area, such as child care, it soon can expect major barriers to affect the operation, management, and control of the program. The Auerbach assessment of child care under the present WIN Program identified several major barriers facing the expansion of child care services*:

- lack of state and local funds,
- lack of federal funds for construction or major renovation,
- inadequate levels of public welfare agency payments,
- shortage of staff in public welfare agencies,
- shortage of trained child care personnel,
- federal child care standards,
- state licensing requirements (health and safety),
- other state licensing requirements.

Several of these barriers are unique to the WIN Program and its administration and may not be applicable to expansion that employs other routes for development. Other barriers, however, may be just applicable to any -- or all -- programs to be enacted

*"An Appraisal of the Work Incentive Program." Auerbach Corporation. Submitted to the Office of Evaluation Manpower Administration, U.S. Department of Labor, March 15, 1970, pps. B-21 through B-45.

in the future. For example, lack of federal funds for construction, the shortage of trained child care personnel, inability to meet federal child care standards, and the difficulties of meeting state and local licensing requirements are all problems that are as likely to affect future programs as they have past programs.

Even though the barriers faced by child care services in support of the WIN Program were deemed to be significant, they are relatively minor compared to the problems that can be expected when the scale of child care is expanded significantly in a very short time, as has been proposed by some child care legislation. If the federal child care budget expands 250% in one year (as has been proposed under Title IV of the Equal Opportunity Act), the scale of expansion will place a significant strain on the child care providers.

Increases in cost and inefficiency can be expected among child care providers if rapid expansion forces them to upgrade personnel to meet program requirements. The child care industry would also face supply problems in terms of facilities and licensing; but those associated with the supply of trained personnel are particularly important to the expansion of child care services since child care is a highly labor-intensive service (approximately 75% of the costs go for personnel*). The Auerbach study found that "the number of graduates from Early Childhood Education...who have also had a few years experience and could therefore qualify as head teachers and directors is too small to meet the present need, much less any expansion in the number of facilities."**

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*See Costs of Day Care, Institute for Interdisciplinary Studies, December 1971; also Training Programs for Child Care Personnel, October 1971.

**"An Appraisal of the Work Incentive Program," p. B-35.

If this is the situation now, what would a 250% expansion of the federal budget for child care create in the way of early childhood teacher shortages and imbalances?

It has been estimated that if every three-, four- and five-year-old were in some form of preprimary program, 800,000 additional personnel would be required to maintain a ratio of one adult to every ten children. The growing number of excess teachers trained for school-age instruction should not be considered an automatic answer to this need, for the training of teachers for school-age and preschool-age children is not identical. However, with some retraining, these people should be a valuable resource.*

If Auerbach is "right," developers of child care services under an expanded program are likely to find themselves faced with significant difficulties in recruiting teachers and administrators. Lowering standards for quality or number of staff would run counter to federal child care standards and would thus be unacceptable; bidding teachers away from elementary schools would also be harmful; and training new teachers would require several years lead time. The net result of a very rapid expansion of day care would likely be some combination of the following:

- Significant increase in salaries could be expected for early childhood teachers due to competitive bidding among child care providers and between such providers and other providers of early childhood education (Head Start, elementary schools, etc.). A hypothetical example of what this might do to program expectations is as follows. Assume that a two billion dollar day care program were launched with the expectation that two million children would be served at a cost of $1,000 per child;

*Early Childhood Development Alternatives for Program Implementation in the States, The Education Commission of the States Task Force on Early Childhood Education, Denver, Colorado, June, 1971.

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if the process of bidding for teachers, administrators, and aides resulted in a 20% increase in labor costs over those existing at the time the program was launched and if labor costs were assumed to be 75% of all program costs associated with day care expansion, then the costs of providing child care would increase from $1,000 per child to $1,150 per child ($1,000 x 20% increase in labor costs x 75% labor costs as percent of all costs). As a result of cost increases, program administrators would be forced either to (a) serve fewer children for the same budget (1.74 million "achieved" vs. $2.0 million "expected"), or (b) request an additional budget to serve the planned number of children ($2.3 billion "achieved" vs. $2.0 billion "expected"). (This hypothetical analysis assumes that other costs are not similarly inflated by day care expansion -- which is not likely to be the case, since facilities, etc., are also in short supply.)

- Conflicts might occur with Federal Interagency Standards or with similar quality standards that establish minimum "child-per-teacher" ratios. An expansion program for child care would likely carry with it a multi-fold increase in the number of children cared for, but the supply of child care teachers would not be expected to expand in like proportion in the span of a year (or less), particularly since teachers are not nationally mobile. Shortages may exist in some areas of the country simultaneously with surpluses in other areas. An increase in the number of teachers could not be expected to keep pace with an expansion of the number of child care enrollees (thus, indicating an increase in the ratio of children to teachers). This is particularly complicated since under the present child care arrangements, many, if not most, child care centers are not meeting the "child-per-teacher" standards put forth in the Interagency Standards. It is further complicated by the fact that most child care is now being provided by "ad hoc,"

unlicensed, and unregulated at-home care through either baby sitters or family day care; such present arrangements do not provide a strong potential source of teachers or administrators for expanded day care.

Thus, because of the assumed rapid expansion of child care services, there is likely to be real pressure either to lower significantly the "child-per-teacher" ratios of the Interagency Standards (and thus lower one aspect of program quality) or to reduce the expansion prospects of the program, returning some of the appropriated funds to the treasury, serving fewer children and mothers than originally intended.

2.1 Needed Research

The above example has demonstrated how critical it is to consider explicitly how the supply of trained personnel will be increased to support day care expansion. Many of the budgetary and other analyses that have been used to support legislation in favor of child care have provided cost estimates under the assumption that costs will not be affected by a rapid expansion of child care services; however, this is unlikely to be the case because of the barriers to day care expansion, which include the shortage of early childhood teachers and facilities, licensing difficulties, and so on. Many analyses that support decisions in favor of child care have implicitly assumed that the current Federal Interagency Standards are compatible with rapid program expansion; this also is unlikely.

Questions need to be asked and answered about "hard numbers." How much might day care manpower costs be influenced by rapid day care expansion? How much might interagency children-per-

teacher ratios have to be increased to avoid increasing the costs of day care expansion and to avoid vacancies on day care staffs? How gradual does day care expansion have to be in order not to effect an increase in day care costs and a change in Interagency Standards?

These questions are not easy to answer. Complex "supply provider" models need to be developed and data collected and analyzed to provide such answers. The research has not been adequately done and the supporting data have not been adequately collected and analyzed. Manpower requirements for child care programs are difficult to define and to convert into operational training curricula -- as a consequence, the training resources and needs are difficult to estimate. The supply of trained personnel varies significantly across the country; shortages may exist in some communities and not in others. These possible geographical variations need to be estimated but are difficult to do because of the complexities of analyses and the shortage of data describing national manpower resources. In many child care situations, paraprofessionals can likely be substituted for professionally trained personnel; in other situations, professionals are likely to be more effective -- the substitution "coefficients" between professionals and paraprofessionals need to be estimated. In many communities, Head Start and elementary education teachers can be used for expanded day care: what is the availability of such personnel geographically, and how can they be brought into child care without adversely affecting the programs from which they were drawn? Looking toward the future supply of teachers: how many persons enrolled in early childhood education, how many are in training, how many can be expected to graduate, what proportion can be expected to enter the day care industry? These questions are important and need to be evaluated. The same type of questions need to be asked (and answered) for paraprofessionals:

how many are in training, how many might graduate, and how many might enter day care?

The answers to these types of empirical questions require an extensive and thorough research effort, but they are necessary to help define the scale and size of training programs and of the manpower allocation procedures that will build a future child care industry. The researchers must analyze the several types of manpower (teachers, paraprofessionals, administrators, and others), the competing requirements of the several industries that need such manpower, the fact that early childhood manpower is not geographically mobile, the currently unknown dropout rates of students and trainees, the currently unknown extent to which elementary education teachers can successfully (and are interested in) converting to child care, and many other factors.

A survey of the literature has uncovered only one study that has attempted to project national need for early childhood programs and that has developed a model to show feasible rates of program growth to meet this need. The principal findings of Jule M. Sugarman's book (reprinted in the Hearings of the Comprehensive Child Development Act of 1971"*) are as follows:

- The estimated additional numbers of children who will need child care services nationally are:
  -- Kindergarten 1,300,000
  -- Nursery schools 3,000,000
  -- Day Care 1,310,000
  -- Mini-programs 1,890,000
  Approximately 38% of the need is among disadvantaged children.

- National capacity for program growth to meet need is estimated at 250,000 child care slots a year.

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*"Joint Hearings," Part 1, May 13 and 20, 1971, pps. 236-348.

At this rate of expansion, it is estimated that 24 years will pass before total program growth is completed.

- There is an estimated need for 456,400 additional professionals and 529,200 preprofessionals. This increase would require increasing staff at average annual rate of 19,000 professionals and 22,000 paraprofessionals -- a substantial expansion from the estimated present annual rate of 5,000 new professionals and 10,000 new preprofessionals.
- The number of children who will need facilities grown from 80,000 in the first phase of the program "model" to 725,000 in the last phase.

2.2 Current Supply of Early Childhood Teachers

An evaluation of the supply situation for early childhood teachers under expanded child care should begin with an assessment of the most recent trends in this field, since these trends provide some indication of whether or not the field is "gearing up" for the largest expansion possible in child care. Recent increases in the numbers and scale of programs for preschool children have contributed to expansion in the number of schools providing preschool education and to expansion in the type of curriculum alternatives offered. The Head Start Program has had probably the most pronounced influence on the training of early childhood educators -- serving to greatly expand the demand for early childhood trainees and serving also to support the supply of trained professionals in this field. About 57,000 persons are working year-round for Head Start, and thousands more are working in the summer program. Head Start has helped to alleviage the shortage of early childhood personnel by initiating its own training programs, which have persuaded many colleges to change their approach to

the preparation of students in early childhood education. About one-third of the states have begun to consider establishing standards for teachers in early childhood education, primarily because of the impetus provided by Head Start.

Several approaches have been employed by Head Start to expand the supply of early childhood trainees and students:

1. Training institutes at 13 university centers offer five-to-eight courses to a total of about 2,500 persons annually (1968 figures). They provide basic studies in early childhood education, with emphasis on disadvantaged children and techniques for working with such children and their families.

2. Orientation programs for teachers and aides at community training centers trained 56,000 persons in fiscal year 1968 to be teachers, aides, and related professionals.

3. In-service programs are run at local Head Start centers.

4. A special program enables non-professional Head Start employees to earn degrees in early childhood education. By June 1968, 85 of these programs were being offered at two hundred colleges and universities where more than 5,500 Head Start staff had earned college credits.

A number of other federal programs also served to support early childhood education:

1. The Education Professions Act, parts C and D, authorizes programs in pre-school training, including fellowships for higher education in early childhood education.

2. The Teacher Corps, also under the Education Professions Act, trains personnel in the local colleges, but also provides credits for actual community participation by

Table 1:

Training of Child Care Personnel, Fiscal Year 1970

Program	Estimated number of persons trained
Department of Health, Education and Welfare:	
Child welfare training	1,500*
Education Professions Development Act:	
Teachers	2,000
Administrators, teacher trainers, and trainers of teacher trainers	1,500
Teacher aides	1,100
Subtotal	4,600
Follow Through (kindergarten teacher aides)	1,000
Head Start employee training:	
College level courses in child development	7,000
Short summer orientation and inservice training programs	60,000
Leadership development programs (6 to 8 weeks of intensive child development skill training)	2,000
Subtotal	69,000
Department of Labor manpower programs:	
Child care attendants	150
Kindergartners	15
Nursery school teachers	155
Nursemaids (in private homes)	1,110
Mothers' helpers (combination maid-attendants)	100
Subtotal	1,530

*The extent to which these persons received training related to child care specifically is not known.

Source: "Child Care Data and Materials," Committee on Finance, United States Senate, June 16, 1971, Table 29, p. 61.

corpsmen as classroom aides. By 1968, about 50 interns had graduated in early childhood education -- many of them participating in Head Start as their community activity.

3. In-service training of personnel in early childhood education has also been supported under Titles I and IV of the Elementary and Secondary Education Act and Title I of the Higher Education Act.

The training of child care personnel for fiscal year 1970 is shown in Table 1. It is again important to note the scale of Head Start training in relation to the overall supply of early childhood personnel. Thus, it is fair to say that the most recent trends in emphasis on early childhood training and education has served to expand appreciably the capability of the educational sector to produce competent personnel in this field -- a trend that should prove encouraging to the development and expansion of day care. In particular, Head Start expansion has developed the capability for training personnel to deal with the special problems of disadvantaged children and their families -- a recent turn of events that should help to facilitate the provision of well-trained professionals and paraprofessionals for day care. However, it is also fair to say that the scale and emphasis that has been provided through Head Start is not of the magnitude of many day care proposals; the early childhood education field will possibly be asked to make an even stronger effort toward expansion, should major day care legislation pass. (The federal expenditures for Head Start were $360 million in fiscal year 1971, and the proposed budget for day care under Title IV of the Economic Opportunity Act is $2.0 billion -- to provide an approximate idea as to the magnitude of increase in teachers and aids that would be required to support an expansion of child care services.)

2.3 An Illustration of Priorities for the Expansion of Child Care Services

As a following section of this paper discusses, the complexities of expansion -- in terms of increased costs, possible inability to meet quality standards, numerous barriers to hiring and training of staff, construction of facilities, licensing, and so forth -- are formidable. If quantitative research demonstrates that these are, indeed, barriers to the expansion of current child care services, some hard choices will need to be made in developing priorities for launching a major day care program.

There is a major difference between in-school child care and preschool child care. The former type of care is provided only part of the day (before and/or after school) and the latter type of care is typically provided on an all-day basis. In-school care is only about one-third as expensive as preschool care.

There are also some important differences between all-day care for preschoolers and part-day care for in-schoolers in regard to the relative ease with which each type might be expanded. It is possible that, in most communities, arrangements can be made with public (or even private) school systems to use their facilities for part-day care for in-schoolers. It is also possible that some of the school staff will be willing and interested in participating in such a program. Such arrangements could help to overcome some of the principal barriers facing all-day care, such as licensing, shortage of facilities, trained staff, and so on. It is likely that part-day care can be expanded with greater ease and speed than all-day care because of the presumed access to the resources of the local school system in the "off-peak" hours before and/or after school. Thus, the implication for the expansion of child care services on a

national scale is that more rapid expansion might be accomplished for part-day program development than for all-day program development. If the program goal is principally to help the heads of household who are supported by AFDC to attain work as soon as possible after program implementation, the greater potential speed of expansion of the part-day program might be used as justification for providing priority to only those heads of households having children in school. (Such a priority for care may not, of course, be well accepted publicly or politically.)

Table 2 provides evidence of the potential importance of the part-day program vs. the all-day program.

Table 2: Families Receiving Aid to Families with Dependent Children, By Age Group of Youngest Child in Family

	December 1967		Number of families in December 1970 (projecting same percentages)
	Number of families	Percent of families	
Youngest child under age 6	768,000	60	1,531,000
Youngest child between ages 6 and 12	354,000	28	715,000
Youngest child above age 12	156,000	12	306,000
Total, all families	1,278,000	100	2,552,000

Source: "Child Care Data and Materials" Table 4, p. 22.

It is assumed that the head of household in families with the youngest child between ages six and 12 would have the opportunity to seek training or employment (assuming priority is given to the part-day program); 28% of such families would be affected, as opposed to 60% of those families that have the youngest child under the age of six. The implication is that approximately one-third of the eligible AFDC population would be able to seek employment if priority were given to the part-day program and if only this program were implemented in the first year.

3.0 APPROACHES TO LAUNCHING A FEDERAL DAY CARE PROGRAM

Concerning the launching of an extensive federal day care program, numerous bills, proposals, and suggestions have been presented and debated in public forums in the past several years. Each has been debated on its own merits; and only in a non-structured way are comparisons evaluated. In this section, the authors develop the outline of a strategy that should aid in shifting such discussions to a level of aggregation that permits direct choices among various proposals for launching a day care program.

Day care expansion can be launched using any one or a combination of several approaches. Approaches are defined in this section, and the advantages and disadvantages of each are explored in relation to a number of desirable characteristics of program expansion (including such factors as minimum costs, range of program quality, rapidity of program expansion, flexibility for future contraction, enforceable and controllable standards, ability to achieve program objectives, etc.). Several research analyses are suggested as the means of providing answers to the quantitative impact questions raised.

3.1 Program Approaches

Demand and supply of day care can be provided through the following general types of approaches:

Demand

Example: Vouchers given to eligible persons to use only in paying

for day care services. Vouchers provided to all families eligible for the program would insure that all eligible persons had ready access to such services.

Supply

Examples:

- Market subsidies and support for day care services could be provided independently of the federal, state, or local governmental day care administrations. Examples: lower market interest rates on loans for buildings equipment, and personnel; tax reductions on purchase of buildings and equipment, such as investment tax credits, rapid amortization, etc. A comprehensive example of supporting day care that is external to the governmental structure is contained in the Long bill, which establishes a Federal Child Care Corporation that is enabled with broad powers and responsibility to meet the nation's need for child care services. The federal government would lend the corporation up to $500 million to enable it to begin operations; but it would be expected to be self-sufficient thereafter.

- Direct governmental administration and funding to enable different levels of government (federal, state, and local) to assume various degrees of responsibility for launching a day care program. The key criteria to identify this approach to day care is that the government itself is responsible for administration (although it may or may not be responsible for actually operating the program). The degree of emphasis on which the level of government is responsible for making basic program decisions differs across the various legislative proposals being considered. For example, the Bayh, Javits, and Mondale proposals for child development programs are essentially federal-local proposals that virtually by-pass the state level of government; whereas, other proposals

(the Dellenbach bill and Revenue Sharing) give greater administrative responsibility to state governments.

Another breakdown of provision of services -- one that cuts across the above approaches -- is the following:

1. Government can emphasize support to the day care operators directly and/or
2. the government can emphasize support for the suppliers of inputs to day care operators (teachers, equipment, facilities, etc.).

Yet another cross-classification of the provision of services that is important to policy decisions is the following:

1. The government can emphasize support to private operation of day care services and inputs, and/or
2. the government can emphasize support to the public operation of day care services and inputs.

Program Attributes

There are many program attributes that people would like to see in the expansion of day care. There is no unique way of developing a comprehensive list of such attributes or a ranking and weighing of such attributes in terms of importance, since different persons and groups view day care in different ways and with different values. The following attributes represent one approach to listing a desirable set program characteristics for day care expansion:

(a) ability to achieve the stated objectives of a day care program,
(b) ability to achieve a high quality day care service,
(c) minimum costs per unit of product,
(d) ability to plan and manage the delivery of day care services,

(e) enforceable and controllable standards for day care,
(f) capability for rapid program expansion,
(g) flexibility for program contraction,
(h) ability to evaluate program accomplishments in relation to objectives and to make program changes if necessary,
(i) ability to effectively coordinate day care delivery with programs aimed at similar objectives,
(j) appealing to public, to congress, and to the administration.

In general, the above attributes of day care delivery systems connotate a day care delivery system that is targeted toward a particular set of federal objectives; that is responsive to consumer preferences for day care, particularly with respect to quality of care; that is achieved at lowest supplier costs (including greatest technology potential); that can be administered, regulated, and re-aligned (when necessary); that can be expanded rapidly but also has the potential for contraction; and that has the support of the legislative and executive branches of government (at all levels) and, of course, the support of the people.

To set the stage for a discussion concerning how effectively the major approaches to day care can satisfy certain of these desired program attributes, it is important to introduce some major assumptions concerning objectives that will underlie the analysis. It is assumed that the government (and society) are convinced that day care is a needed service in this country and that day care will not be provided satisfactorily unless there is a major impetus provided by federal legislation. It is assumed that a major goal of society is to set minimum quality standards for day care since there seems to be a prevailing opinion that the government does not want to sponsor a day care program that has the potential for harming children. Further, it is assumed that the government will pay all (or most) of the program costs for those families in poverty,

but that cost support will gradually taper to zero for "near-poor" families. In the following sections, only a few of the approaches to day care expansion are compared on the basis of some of the above attributes. The reasons for selectivity are that all attributes do not apply to all approaches and that, in many cases, little of substance can be said about some comparisons.

Demand and Supply

A major problem with utilizing only "supply" approaches to the provision of day care services is that it is difficult to make day care universally accessible to the target population (poor and near-poor). This is likely to be so even if the programs are advertised, and so on. Experience with human service programs in this country (which is only one of the supply "types") has shown that a great proportion of the target population(s) of such programs are never effectively reached by the programs, and that the reasons for failure to reach the target populations are seldom identified. If only the supply side of day care expansion is supported, it is likely that some providers of day care will not choose to provide services to particular geographic areas or demographic groups. (The problems of providing day care to declining rural areas is likely to fall in this category.)

To effectively make day care assessible to all target groups, it would be necessary to provide for full and effective consumer choice to all families eligible for free or reduced cost day care, regardless of the availability of day care locally. HEW has been considering the use of vouchers,which would be provided to the poor and near-poor for use in purchasing day care services. However, vouchers used alone are unlikely to provide a satisfactory mechanism for delivery of day care services; something needs to be developed on the service delivery side. If people have money to purchase services but services are not available locally, vouchers are of

little value. If people have funds to purchase day care but only substandard care is available, there is a conflict with present federal objectives for day care, which say that minimum standards are needed for protection of children. In section 2.0 it was indicated that the supply of early childhood teachers is limited in relation to the scale of day care expansion, and that other major barriers face supply expansion in day care. Thus, it is unlikely that expanding the demand by putting day care purchasing power in the hands of the poor and near-poor will prove sufficient for generating efficient day care service delivery of the scale desired.

To summarize, the provision of vouchers to the poor and near-poor to purchase day care services is likely to be important to ensure target group coverage for day care; however, vouchers alone are unlikely to create the scale of industry desired because of many "supply-side" barriers, such as shortage of teachers, staff, and management.

A note on needed research is in order at this point. The above approach combining consumer vouchers with supply delivery support is relatively new in human service delivery programs. If time and resources permit, it would appear worthwhile to establish a controlled research demonstration to identify the many unknown parameters of such a program including participation rates with and without vouchers, estimates of the total subsidies involved in underwriting both vouchers and supply delivery, quality of services attained, and ability to match families to day care services with and without vouchers.

Quality and Costs of Day Care Services

The quality and costs of day care services are likely to be sensitive to choice-of-day-care alternatives being used to launch day care --

whether the alternative be direct governmental administration or market subsidies. There is no simple answer to which of these two major alternatives will serve to achieve the "best quality product of day care for the lowest cost"; however, there are a number of issues addressed in this section that should make the choice criteria clearer.

If the government initiates a day care delivery program through market subsidies, low-interest loans, tax breaks on investments, and so on, it might be expected that private entrepreneurs would participate in day care expansion to a greater extent than if the governmental administrative channels were utilized (i.e., federal, state, and/or local governmental management and control of the program). Business moves to good investments and day care could likely be made a good investment if the government provided significant reductions in the cost of providing direct day care services and/or inputs to day care services through subsidized loans, tax credits, or even the possibility of a Federal Child Care Corporation. Businessmen like the freedom of managing and controlling their own operations, so many businessmen might well stay away from contracts with governmental bodies to produce day care services under the program alternative of direct governmental administration -- possibly leaving the area of contract and grant operation of day care primarily to non-profit and public entities.

The funding of day care centers through the incentives route need not be considered to be devoid of governmental control. Licensing and inspection standards as well as auditing and bookkeeping procedures have long been used as regulation mechanisms through which governmental bodies initiate and enforce standards upon private business. Thus, quality standards can (and should) be enforced upon the private sector when providing day care services in conjunction with incentive subsidies. Thus if sufficiently high-

minimum day care services standards are established and enforced to protect the health and well-being of the child, the private market could be trusted to provide services above the minimum standard -- the exact level of quality and quantity of day care services provided to be established by competitive market forces resulting from constant market negotiations between the buyers and sellers of day care services.

On the other hand, the governmental administrative approach to provision of quality and quantity day care services may work itself out as follows. The government would "hand-pick" operating agencies to be recipients of day care funds. Such choice selection would presumably result in the selection of those best able to provide day care services; but is this so? Grants programs as now operated by federal government agencies leave much to be desired in this aspect. The sheer distance between federal, state, and local governments in time, space, and communications often drives a wedge between intent and practice when moving a program from federal objectives to local implementation.

Differences in priorities assigned to day care by various levels of governmental administration will affect day care services delivery much as the delivery of other social services are now being influenced by differing priorities assigned to services at different governmental levels. Ofttimes, due to time and budgetary constraints, states or cities are chosen for program participation based on their "image" rather than on whether they are capable of delivering the particular type of service in question. Many state and local governments are learning to specialize in "grantmanship" to obtain funds from the federal government. Thus, in practice, the choice selection of day care operators by the governmental agency is likely to be based only partially on the capabilities of the day care operator himself and the type of day care services he proposes to deliver.

The motives of not-for-profit providers are not as clear-cut as those of for-profit providers. Some directors of non-profit day care centers may be "empire builders," others may be experimenting with new approaches to early childhood education; still others may be infatuated with the child development program -- often to the expense of cost considerations. On the other hand, the day care services of profit companies may tend to be somewhat more homogeneous and the quality of services provided somewhat lower than not-for-profit services, reflecting the demand of participating families with low incomes and the competitive nature of the private market. The profit operations, however, are likely to be more efficient than non-profits resulting in lower service costs per unit of service offered.

In net, it is anticipated (1) that the costs per unit of equal quality service provided by the private market would tend to be lower for the profit than the non-profit (or public entity), due to competitive market forces to find efficiencies that serve to lower costs, and (2) that the quality of services will be better tailored by the profit operator to the type of day care service that the market demands than will be true of the non-profit agency, due to the continuous process of negotiation between the consumers and vendors of day care services. In connection with (2), it might be hypothesized that parent participation in program development and operation (that is typical of administrative programs) is no more effective for satisfying consumer desires than the private market impact of the dollar, which the consumer uses to tell the entrepreneur whether he prefers one type of service or another. Another hypothesis is that the governmental administrative costs for the grants program will likely exceed quite significantly the costs of delivering day care services compared to the same size of program operating through loan and tax subsidies. (However, this will likely be offset somewhat by the fact that non-profit

and public entities tend to attract volunteers and other in-kind contributions that serve to lower overall costs.)

Need for Multi-Year Commitment to Support Day Care Expansion

When a local government entity enters into a commitment to administer day care services, it typically wants assurances that the federal government is not going to withdraw support at some future time. If a private entrepreneur is considering the choice between the renovation of a building to meet minimum standards and the construction of a new facility, he may choose the former over the latter, even though the latter may be more efficient in the long run, because he is not sure of the government's long-term commitment to day care. These are but two examples of the possible inefficiencies and conflicts created when the federal government commits itself fiscally to a shorter time period than it is committed to programmatically.

In other words, there are real resource costs associated with annual program funding when, in fact, the government is fully committed to expansion of day care on a permanent basis but, through its budgetary behavior, the government commits itself only on a year-to-year basis. This inefficiency can be partially rectified through multi-year devices such as long-term loans, multi-year contracts with suppliers, etc. In terms of the direct support of day care services, the practical situation is that annual federal appropriations are the "facts-of-life" and that any efforts at multi-year commitments are typically promises that can be broken. In terms of the mechanism of key resources, multi-year fiscal commitments are possible where trust funds have been set up (such as the loan programs of the Small Business Administration); but for education programs funded on an annual basis, the year-to-year uncertainties tend to result in increased program costs.

Governmental Support to Operators of Day Care Projects and Suppliers of Day Care Impacts

The principal criteria for determining the relative balance between direct support of day care services and support of inputs (or key resources) lie in the requirements for each in terms of producing day care services. The day care industry requires inputs for production -- as well as processes for combining inputs into the outputs desired to achieve the objectives sought. Considering day care expansion, it is obvious even without extensive analysis that both inputs and operations need to be increased significantly if day care expansion is to be achieved.

In section 2.0, it is argued that the insufficient supply of teachers trained in early child curricula is believed to be a major barrier to expansion and that expansion can only be attained if the supply of teachers is significantly increased. The supply of facilities is also a problem; Head Start and other programs have placed a strain on the existing facilities; however, even when facilities are available locally they often do not meet the strict state and local licensing standards for child care centers. Thus, the shortage of input supply is obvious; only the size of the shortages and the implied budgets and resources required to fill the shortages need to be estimated through empirical research.

The need for support of operational day care units is equally obvious. The operations of day care services vary in quality, but are generally below Interagency Standards and are high in cost for quality of services provided. Expansion of day care to achieve the scale desired plus substantial upgrading of quality of services will require the development and implementation of a major service delivery system. Direct support of day care services by the federal government through greatly expanded funds for day care, selection of federal, state, or local administering

bodies, provisions for planning, technical assistance, evaluating, management, development of quality standards, and quality control are aspects of direct service provision that must be implemented to achieve the scale and quality of day care implied by major pending legislation.

4.0 PLANNING FOR DAY CARE DELIVERY AT THE LOCAL LEVEL

Existing and proposed child care legislation nearly always requires the formation of a local plan of operation. The intent of this section is to explore the basic local planning operation and to relate it to federal planning. Given the intent of a day care program (custodial or developmental), the local planning operation must decide the optimal usage of its limited resources. Three primary approaches exist:

(a) to depend upon consumer choice and the provisions of the private market;

(b) to depend upon consumer choice accompanied by assistance to the private market;

(c) to construct and operate facilities for the use by eligible families.

These three approaches approximate the options available at the federal level, as discussed in section 3.0.

The proper blend of these approaches depends upon many factors, including: the existent and potential supply of private, local day care; the intent of the program; the difficulties involved with local licensing and regulation; and so on. This section discusses the planning steps involved in making local determinations, discusses some special problems, and attempts to relate this process to the above set of decisions. This discussion is drawn mainly by the recent reports by Irving Lazer ("Delivery Systems," Chapter 15 of Day Care: Resources for Decisions, Edith H. Grotberg, editor; Washington, D. C.: Office of Economic Opportunity, Office of Planning, Research and Evaluations, 1971) and by Karen E. Hapgood (Day Care Centers, Chicago: American Society of Planning Officials, 1970).

4.1 The Purposes of a Day Care Program

The main purpose of a particular day care program will effect its sources of support, its target population, its program emphasis, and the range and sources of its services. Planning being conducted by a local agency will mostly be in response to federal legislation containing a specific purpose. To date, these programs have been mostely poverty programs, with the intent being to free poverty mothers for work (Social Security Title IV-A and WIN) and to provide supplemental developmental assistance to poverty children (Head Start). Anticipated legislation, however, will most likely broaden this eligible population to include non-poverty children admitted on payment of an income-related fee schedule. The intent here is new: to provide better care for the children of working mothers regardless of income considerations.

Increasingly, married women are joining the labor force to supplement family income and/or to find a more satisfying social role. The advent of this phenomenon in American society dictates a new look at the daily care of children. Historically, public school has not been conceived as a device to free the mother for work, but rather as an educational institution. With both parents working (or the single parent, as is now more frequently the case) society must concern itself with a new task: substitute parentage.

Handicapped or disabled children are increasingly being enrolled in special day care programs; and a growing number of parents of normal children are enrolling their children into programs designed to enrich their social and cognitive skills.

Other reasons for formal child care may be to help a mother in personal distress, and to assist her to receive job training or employment and to leave the welfare rolls.

Thus, the motives for the provision of child care by public bodies may vary considerably. And the choice of approach to the implementation of the day care program must take into account both the feasibility (in terms of the objectives) and the maximum cost-effectiveness of the various approaches. For example, can a local planning group depend upon private suppliers to provide developmental care? Can licensing and regulation insure the adequate performance of this type of provider? How does the local supply of potential providers stack up against the projected demand for a particular service? To begin to answer such questions, an assessment of the local situation is needed.

4.2 Assessment of Local Day Care Demand and Supply

Those responsible for planning in a particular region must first assess the potential number of users of day care services. Of course, not all eligible families will choose to use the program. Thus, some local estimate of the proportion who will participate must be performed.

In Child Care Programs: Estimation of Impacts and Evaluation of Alternative Federal Strategies (Part IX of the Final Report), various methods are explored to estimate the response to the offering of a free and adequate child care programs to low-income families. Of these methods, probably the use of surveys that ask of parents'intent toward using the service is most appropriate. Of course, this approach is often inaccurate, due to the lack of real knowledge on the part of the survey respondent as to his future behavior. However, this survey should provide a rough estimate. Such a survey may also gather other useful data, such as work hours, type of care desired, services needed and/or desired, etc. Part VII of the Final Report, Types of Day Care and

Parents' Preferences, cites surveys that may be replicated for this purpose.

Base population figures concerning the number of eligible children may be obtained from the Bureau of the Census. Also, the local board of education, the welfare agency, and other departments providing child services, may have accumulated applicable data. Experience of local existing day care providers may also be instructive.

Assessment of needs must be viewed over a period of time. Involved here is both the demonstration effect (the use of day care "catching on") and the movement of demographic characteristics of an area.

Next, the planning agency must determine the potential of the local market to provide the desired services. Here, of course, it is most important to have in mind the product desired and the desired location of services. Further, a notion must be established of the ability of particular providers to deliver a particular product. For example, the usage of day care homes may be either excluded from consideration for a particular day care product desired or else planned in conjunction with other supportive services outside the day care setting.

One area of vitally needed research concerns the feasibility of various provider types to deliver particular day care services. Past practices cannot really serve as a guide, for past practices may well be a function of consumer desires rather than limitations intrinsic in the provider type.

Perhaps the most difficult aspect of surveying day care supply is to assess potential supply with relation to the price of the product

Here, the experiences of other locales may serve as a guide, but some assessment of the local situation should be made. Probably the most useful approach would be to hold meetings with potential local providers to gain knowledge of potential suppliers. Two aspects of the local situation need to be assessed: the willingness of local groups and institutions to participate as suppliers, and the availability of local facilities and personnel. The local administering agency should probably approach such a determination with an open mind. Much innovativeness can occur with regard to both supplier participation and use of facilities. Also, local values may determine a preference for one type of provider over another.

Potential legislation may dictate the procedures a local agency must follow to gain the needed supply. The 1971 Comprehensive Child Care Bill requires the administering agency first to approach the local public school system to determine the feasibility of public-school involvement. Also, the legislation may stipulate the approval of a local plan by a higher body of government and/or board created by the legislation. Further, the planning body itself may be determined by the legislation, which affects the planning mechanism.

Future research needs to be performed as to the ideal way in which a planning operation may assess the capacity of local groups and facilities to provide products at various prices. Little is known as to the cost-effectiveness of provider types, and this should be the central concern of the planning board.

The planning process, with regard to local supply, can next follow a logical sequence. First -- given the capacity of local private suppliers to deliver the desired product and the regulatory mechanism needed in such a system -- to what degree would it be desirable to create and operate day care facilities directly?

Two considerations enter here: the availability of funds from the outside (such as Small Business Loans) and the amount of money available for construction (either from grants or from loans). From the local agency's point of view, probably the most day care for a given allotment of funds may be obtained from use of participating private capital. However, the local agency must first decide if it desires to work with private suppliers (for-profit and non-profit). The capital of for-profit suppliers would require a return on the investment. The capital supplied by non-profit suppliers would need to be solicited from agencies or institutions. Thus, local planners would probably want to stretch the output of available public funds by cooperating with private suppliers -- unless a supply shortage or a desire to operate centers exists.

At present, a number of federal programs exist that may assist the local private market to create day care supply. (See Part III of the Final Report, Existing Day Care Legislation.) The local agency may wish to explore whatever assistance these programs may offer before going forth with facilities construction. The Appendix offers a review of services usually available that may supplement a day care program.

Finally, the local agency may decide on the desirability and/or necessity to construct and operate its own facilities. To do this, it may be able to receive financial assistance from the legislation or it may need to finance the center locally.

4.3 Decision-Making and Administration

As mentioned above, the nature of the decision-making body often determines the type of delivery system chosen, the program, and the level of support. It is imperative, therefore, that it be considered

in the designing of a program. The outstanding feature of most federal legislation, with regard to decision making, is the involvement of parent participation in the decision process. As experience has shown, it is difficult to incorporate a parent decision board into a proprietary operation. Mostly, the influence on proprietary centers by user parents is accomplished by the choice of patronage. Parent decision boards, then, often imply the use of non-profit or public facilities. Again, however, the local agency should keep an open mind on this question, for private-for-profit operators may be able to be included in the system.

4.4 Costs

Two kinds of costs are involved in day care services - start-up and operating. Both will vary widely from region to region, mainly in relation to necessary capital investments in facilities and local salary levels.

Start-up costs will vary with relation to the amount of participating private capital involved. This cost has represented a major barrier to the provision of services under previous Social Security legislation, which has depended upon local provision of facilities. Also, the nature of the region to be served will dictate the cost of facilities. As has often been pointed out, the cost of renovation in the inner city is often too high to meet state and local standards.

It is on the basis of local funds available for start-up costs that the choice of private or public operation will often hinge. Although the solicitation of private capital is often made on the basis of operating efficiency, the lack of public facilities or

funds may dictate the use of participating private capital. Nine-tenths of present day care in the United States is provided by private operators.

Operating costs consist of expenditures for food, program supplies, household supplies, repairs, and replacement of equipment, general building maintenance, rent, utilities, insurance, and salaries. The Office of Child Development of HEW has issued comparative and estimated costs of group day care provider types.

Naturally, the choice of a particular delivery system has direct implications as to the anticipated cost of the system. An optimal strategy must consider the qualitative and quantitative aspects of the supply, the attainment of specific goals with limited resources, and possible economies of scale with regard to the size of the operation selected. The decisions concerning delivery systems, in turn, depend also on the availability of facilities, population density, local and state laws, local attitudes toward child care, and program preferences of funding sources.

The choice of group settings plays an important role in the selection of a delivery system (of provider types). If it is desired to serve children of all ages in a center to better facilitate the employment of the mother, the choice of provider type may be dictated to be family day care and multi-room center facilities. Also, age restrictions also determine the staffing needs of the centers. Here, centers may be able to provide a more economical mixture of personnel.

Locating a center within a school system may eliminate the need for many current and fixed expenditures. Further, students can be used as aides to teacher supervisors. One drawback to the usage of school facilities, however, is they are, at present, often over crowded and may not provide the outdoor space desirable.

Staffing is a major cost consideration for the local agency. At the present time, it is widely asserted that many teachers trained for school-age children are seeking employment and represent a readily trained and high-quality work force. However, the local agency must make adequate provision for training such personnel at the initiation of the program and for replacement personnel. Also, the type of personnel needed will be a function of the provider types used.

Further cost considerations are contained in Part IV, volume 1, of the Final Report, Costs of Day Care.

4.5 Facilities

In considering the types of facilities to be chosen, an immediate concern that narrows the choice of facilities is local fire and safety rules and the distribution of age ranges to be served. The younger the ages of the children served, the more demanding are the fire and safety regulations. Few houses meet the requirements necessary for approval under most safety codes, and few buildings designed for other purposes can be so renovated to meet code requirements at a reasonable cost. In many areas, in fact, it has been found that the choice of the program system is dictated by the availability of space, rather than by other factors.

Programs for day care are typically found in four different settings: family day care homes, day care centers, multipurpose social and public service agencies, and job-related sites. These types of facilities are described in Types of Day Care and Parents' Preferences. Each of these provider sites has various advantages and disadvantages in the provision of services and cost-effectiveness. The availability and costs of various settings limit program options,

and the search for optimal settings should thus be an initial step in the local planning process. The decision of where to establish a service may necessarily preclude decisions concerning the type of service and the intended clientele.

4.6 Further Financing

At present, there are no federal funds available for new construction and furnishings, except under Model Cities programs or the Department of Housing and Urban Development program, which offers small grants for modernization of facilities. Industry and foundations are private sources that may be approached for start-up contributions. Often, a company may be willing to contribute to this type of system rather than set up its own center for its employees.

Various states have responded to the demand for day care services with various forms of support for day care. For example, the state of New York makes available low-cost loans to rehabilitate, equip, or build day care centers. Nonprofit civic, fraternal, religions, social, and community-action organizations are eligible for these loans.

If the system is designed in such a way that it must depend upon gifts, grants, and service contracts for further finances, it will naturally tend to be unstable; it will depend upon the fluctuations in the success of the fund-raisers. Two helpful studies of possible federal programs for further support are Federal Programs for Young Children (published by the Appalachian Regional Commission, Child Development Staff, Washington, D.C., October 1970) and Federal Funds for Day Care Projects (published by the Department of Labor, 1969).

4.7 Standards

As mentioned previously, a major barrier to the use of present facilities is the existence of local and state laws and regulations. These vary enormously by location, and often dictate the choice of provider types. Also, the Federal Interagency Day Care Requirements (1968) lay down requirements for programs directly financed with federal funds -- although these are currently in the process of being modified and occasionally are relaxed.

The required standards for contruction, operation, and location of day care facilities are found in applicable state and local legislation. Typically, these standards are far more concerned with physical facilities than with program content. In most states, the department of health and/or welfare is responsible for issuing standards and approving licenses for day care centers. In other instances, other agencies, such as the board of education, may be setting the standards.

The existence of these standards may place severe constraints upon the approach used. For example, they may dictate the building of centers where no other buildings can pass the standards. One approach is to try to change some of the standards (as the Child Care Corporation Bill calls for doing).

Other than regulations concerning physical facilities, there are also three other main considerations in determining where a day care center should be located: convenience to the users, availability and adequacy of open space, and safety measures.

Convenience is an often cited feature and is usually desired by parents. Typically, they would like a facility to be close to home and in a familiar neighborhood. Also, convenience may mean

a location near the mother's center of employment. Sufficient open space is often difficult to find in urban settings and is rarely available in a typical home yard. Safety includes freedom from heavy traffic.

Because of the scarcity of land and money available for construction or renovation, planners may have to be innovative when it comes to finding sites. Private providers may often be frustrated by regulations and lack of capital, and may require agency assistance. Also, the building of a new site may be called for by the lack of available space. Zoning is another barrier to expansion; zoning laws rarely were written with concern for day care centers. Efforts to change zoning ordinances may be the only answer in many instances.

4.8 Other Constraints in System Construction

Many communities have preferences that must be taken into account either directly -- by a parent participation board -- or by responding to expressions of opinion to responsible officials. These may include a preference for a particular delivery type (e.g., preference for or against private operators) or an attitude toward group care for infants or very young children. Also, there may exist strong opinions with regard to the quality of care provided.

Restrictions on funds may emerge locally or from other sources. For example a public program may stipulate total control by user parent group. This may complicate effective program coordination with other local agencies.

The density of the target population may dictate usage of a particular delivery system. For example, in rural areas it may

be difficult to have any other than a day care home system, due to the distances between users' homes and day care centers.

4.9 Conclusions

Two issues are involved in the expansion of local day care systems: choice of the degree to which the local agency will concern itself with the stimulation and/or creation of day care supply, and the choice of particular provider types.

Generally -- given the lack of research that could provide specific advice as to the optimal blend of varying dependencies upon the free market, a supported private market, and publicly operated facilities -- all that can really be done is to arrange the considerations and prescribe methods to obtain the necessary information. Local agencies must decide how best to use the available funds -- given the constraints of the local supply situation. Further, the difficulties that usually complicate programs that attempt to improve the general welfare through transfer and human capital investment programs must be faced, for the desires of the community may not perfectly accord with the desires of the recipient families.

APPENDIX

SERVICES AVAILABLE OUTSIDE DAY CARE SETTINGS

The categories of services that are typically offered in connection with day care are discussed in this appendix. These services are food, medical and dental care, parent participation, educational services, social services and special services such as psychological services, music and art. Virtually all of the services available through day care are available to various subgroups of the population through existing public programs outside day care. Not all services, however, are equally available to all population groups.

Whether or not a service is available to an individual depends on many factors. Technical eligibility does not guarantee that funds have been allocated nor that the program has been implemented. In addition, the service is available to an individual only if he has information about it and if it is accessible, so that the costs of getting it do not outweigh the benefits. What follows is an overview of the federal programs outside of day care which provide the same services typically provided in a comprehensive day care and child development program.

A summary in graphic form of all federal programs in which services are available to children from birth to age fourteen is presented in the table at the end of this appendix. The specific services available under each federal program, the agency sponsoring the program, and the eligible population are summarized there.

Nutrition is available to children through several comprehensive service programs for children, such as Head Start and programs for migrant and Indian children, under Title I, ESEA. Except for an emergency food program provided by the Community Action Program, all of the other federal programs providing food are offered by the Department of Agriculture. Of these seven, two of the most familiar are available to all school children -- the School Lunch Program and the Special Milk Program. Two other programs are available through the schools for disadvantaged children only and include additional food and breakfast. Direct Food Distribution and the Food Stamp Program are, thus, the only programs that provide food to the disadvantaged without being distributed through the schools. In a sense, children are only indirectly provided with food through these last two programs, since their families are responsible for obtaining the food and for the nutritional planning involved in selecting food under the two programs.

The only health service available to all children through the federal government, without income eligibility restrictions, is the Community Immunization Service. A wide variety of programs intended to provide medical services, and in some cases dental and Psychological services as well, exist for disadvantaged children. Such services are provided children through several comprehensive service programs, including the Community Action Programs, Head Start, and Follow Through.

Comprehensive service programs including health services also exist for migrant children and Indian children through Title I, ESEA, and other programs. Programs focusing on health for all disadvantaged children include the Special Projects for Health Care of Children and Youth, the Medical Assistance Program and the Maternity and Child Health Services. These services were

recently made even more comprehensive as a result of the amendment signed to the Social Security Act in 1967, which is only now being implemented; this amendment will extend a complete range of health care benefits, including dental and optical, to all poor children not covered under other federal programs. This program should fill any gaps in the many programs previously available for poor children.

Educational services are, of course, an extremely broad category and the judgment as to whether these services are available to children must be qualitative as well as quantitative one. There are no educational services available through federal programs for all children. Disadvantaged children in special groups such as migrants or Indians are eligible to receive educational services through Title I, ESEA, which also makes funds available to local school systems for work with disadvantaged children. Other special groups, such as handicapped or institutionalized children are also eligible for Title I, ESEA, educational aid. In addition to the Title I programs, several other educational programs are available for migrants and Indians.

Social services are available to children through Head Start and Follow Through, and indirectly to them through their families' participation in WIN or AFDC. Federally financed social services are not available to the general population; and, unlike the other service categories, there is no federal program that provides only social services to the disadvantaged. These services are always a part of a more comprehensive service package.

Special services such as instruction in art and music are not available through federal programs, except when they are included in a more general educational package.

Child development programs are now being undertaken in families' homes with the aid of a home visitor, who instructs the mother, and sometimes the father as well, in techniques for fostering the child's cognitive and emotional development. "Home Start" is a new Office of Child Development project involving this technique for intervening in children's development in their early years. The Parent and Child Center programs also provide child development services, frequently utilizing parent involvement. Services to children are provided through education of their parents and are not necessarily tied to a day care setting.

Finally, it should be remembered that even the basic day care service -- protection and supervision of children -- is available for children from their own mothers through the Aid to Families with Dependent Children (AFDC) program.

Thus, it appears that child development services are potentially available to children through existing federal programs. Some additional steps could be taken to insure the availability of these services to children in day care settings. Eligibility requirements for the various services should be studied and possibly expanded to make sure that all children in the desired target population can be served. The program of services should be integrated both on the federal and local levels. An information and referral service, possibly coordinated through day care centers or through local day care organizations, might serve both to integrate the many available federal programs and to help make them available to those who need them.

FEDERAL PROGRAMS WITH BENEFITS TO CHILDREN

The following pages contain the table cited in the text and in the preceeding portion of this appendix.

FEDERAL PROGRAMS WITH BENEFITS FOR CHILDREN

PROGRAM

Program Number	
	AGRICULTURE
5.00	Direct Food Distribution . . . . .
4.65	Extension Programs for Improved Nutrition . . . . .
5.01	Food Stamp Program . . . . .
5.05	School Lunch Program - School Breakfast Program . . . . .
5.03	School Lunch Program . . . . .
5.06	Special Feeding Program . . . . .
5.07	Special Milk Program . . . . .
5.02	Non-School-Child Nutrition Program, Special Food Service Program for Children . . . . .
	AMERICAN PRINTING HOUSE FOR THE BLIND
9.06	Educational Materials for the Blind . . . . .
	OFFICE OF ECONOMIC OPPORTUNITY
2.17	Community Action Program . . . . .
2.19	Community Action Program - Emergency Food and Medical Services . . . . .
2.20	Community Action Program - Comprehensive Health Services . . . . .
1.05	Migrant and Seasonal Farm Workers Assistance . . . . .

CHILDREN ELIGIBLE				HEALTH						EDUC.		CHILD CARE	SOCIAL SERVICES							
All	Disadvan.	Handicap.	Other	Food Provided	Nutrition Education	Medical	Dental	Psychological		Education	Education Materials		"Soc. Service"	Recreation	Protection	Money	Clothing	Other	Parent Involvement	
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FEDERAL PROGRAMS WITH BENEFITS FOR CHILDREN

PROGRAM

Program Number	
	HEALTH, EDUCATION, AND WELFARE
2.21	Aid to Families with Dependent Children . . . . .
1.01	Head Start . . . . .
2.25	Child Welfare Services . . . . .
2.02	Community Immunization Services . . . . .
1.00	Child Care Services - Title IV-A . . . . .
2.15	Crippled Children's Services . . . . .
1.08	Educationally Deprived Children - Local Educational Agencies . . . . .
1.10	Educationally Deprived Children - Migratory Children . . . . .
1.07	Educationally Deprived Children in Institutions for the Neglected or Delinquent . . . . .
8.14	Educationally Deprived Children - Handicapped Children . . . . .
2.26	Social Services to Recipients of Aid to the Blind . . . . .
2.24	Social Services to Recipients of Aid to Families with Dependent Children . . . . .
2.16	Special Projects for Health Care of Children and Youth . . . . .
1.03	Work Incentive Program - Child Care . . . . .
1.02	Follow Through . . . . .
1.04	Foster Grandparents Program . . . . .

CHILDREN ELIGIBLE				HEALTH						EDUC.		CHILD CARE	SOCIAL SERVICES							
All	Disadvan.	Handicap.	Other	Food Provided	Nutrition Education	Medical	Dental	Psychological		Education	Education Materials		"Soc. Service"	Recreation	Protection	Money	Clothing	Other	Parent Involvement	
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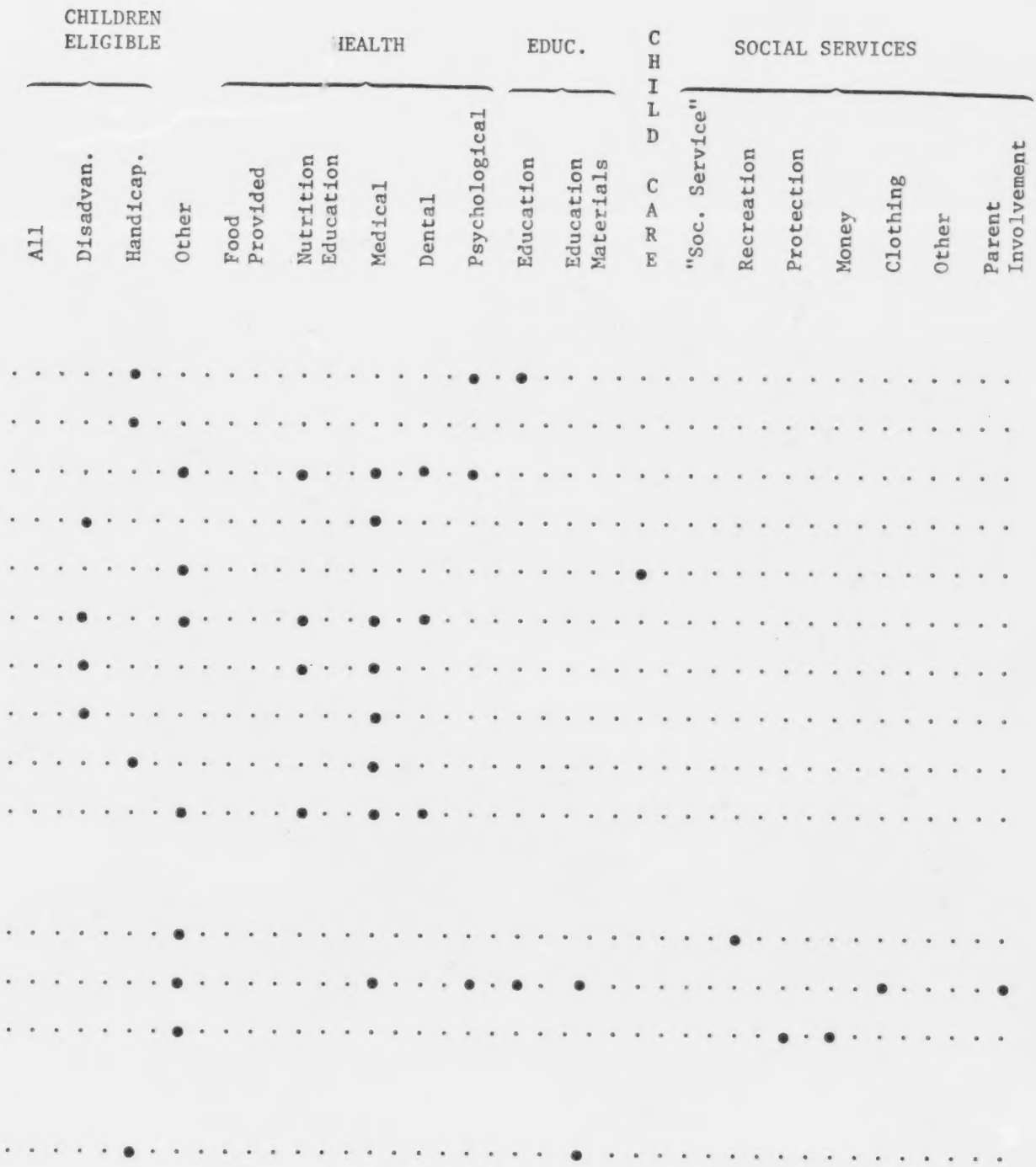
FEDERAL PROGRAMS WITH BENEFITS FOR CHILDREN

PROGRAM

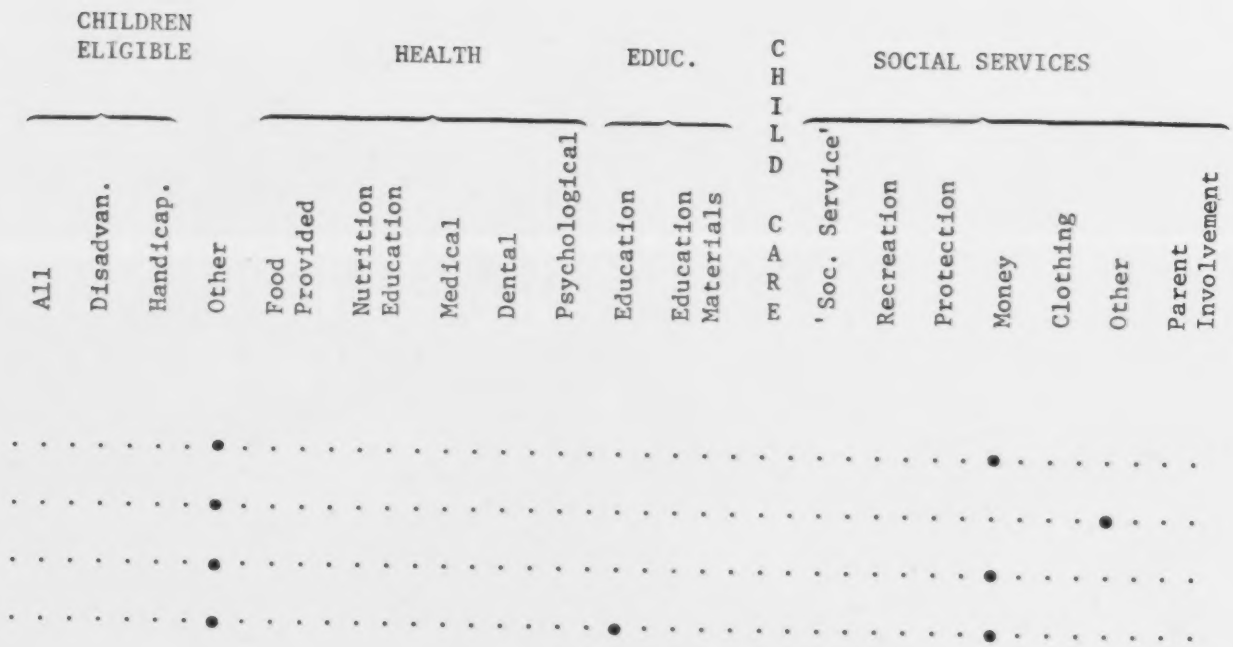
Program Number	
	HEALTH, EDUCATION, AND WELFARE (Continued)
8.19	Handicapped Innovative Programs -- Deaf - Blind Centers . . . . .
1.11	Handicapped Preschool and School Programs, Part B . . . . .
2.09	Indian Health -- Patient Medical Care . . . . .
2.12	Intensive Infant Care Projects . . . . .
4.08	Juvenile Delinquency Planning, Prevention, and Rehabilitation . . . . .
2.14	Maternal and Child Health Services . . . . .
2.13	Maternity and Infant Care Projects . . . . .
2.10	Medical Assistance Program . . . . .
6.04	Mental Retardation - University-Affiliated Facilities . . . . .
2.07	Migrant Health Grants . . . . .
	INTERIOR
4.62	Agriculture Extension for Indians . . . . .
1.09	Educationally Deprived Children - Indian Children . . . . .
3.00	Indian Child Welfare Assistance . . . . .
	LIBRARY OF CONGRESS
9.05	Division for the Blind and the Physically Handicapped . . . . .


CHILDREN ELIGIBLE
All
Disadvan.
Handicap.
Other
HEALTH
Food Provided
Nutrition Education
Medical
Dental
Psychological
EDUC.
Education
Education Materials
CHILD CARE
SOCIAL SERVICES
"Soc. Service"
Recreation
Protection
Money
Clothing
Other
Parent Involvement

FEDERAL PROGRAMS WITH BENEFITS FOR CHILDREN

PROGRAM

Program Number	
	VETERANS ADMINISTRATION
3.02	Dependency and Indemnity Compensation for Service-Connected Death . . . .
3.05	Guardianship Service for Veterans and Their Dependents . . . . .
3.03	Pensions to Widows and Children . . . . .
3.04	War Orphans and Widows Educational Assistance . . . . .


CHILDREN ELIGIBLE
All
Disadvan.
Handicap.
Other
HEALTH
Food Provided
Nutrition Education
Medical
Dental
Psychological
EDUC.
Education
Education Materials
CHILD CARE
SOCIAL SERVICES
'Soc. Service'
Recreation
Protection
Money
Clothing
Other
Parent Involvement